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ABSTRACT

The course is for independent study by jail officers who must learn that, in addition to their routine tasks, they must be prepared to be well-trained, responsible professionals, making important decisions and avoiding the mistakes and disproven beliefs of the past. The jail administrator must continually wrestle with the problems of conflicting priorities, limited funds, deficient facilities, and a limited, often ill-trained jail staff; he must find ways to develop his jail as a progressive institution sensitive to the community's needs. The section in Book 2 on budget preparation contains discussions of three types of budgets: line-item, performance, and program. Merits and limitations of each are presented, with examples of each type of budget and written review questions. A second section deals in detail with staffing and manpower analysis, a systematic technique for calculating manpower requirements. Sample problems are presented with direct assistance in reaching the solution. The final section on personnel management deals with recruitment and selection of personnel, evaluating and selecting applicants, probationary period, development of job satisfaction, and staff training. Questions regarding the reader's training program are included. (SC)

Jail Management

A Course For Jail Administrators

Independent Study:

Book 2: Personnel And Fiscal Management

4 - FEB 1974
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Jail Management

A Programmed
Instruction
Course
based on the text,
The Jail:
Its Operation
and Management

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Book Two: PERSONNEL AND FISCAL MANAGEMENT
Book Three: JAIL AND COMMUNITY CORRECTIONS PROGRAMS
Book Four: COMMUNITY RELATIONS
Book Five: LEGAL PROBLEMS
Book Six: JAIL PLANNING

Preface

This course is for jail officers. It was written to help them assume the difficult and challenging demands of jail work. The course emphasizes that, in addition to the routine tasks which officers must learn to perform in the jail, they must also be fully prepared to serve an important function for society as well-trained, responsible professionals. Much of the jail officer's job will depend on his ability to make important decisions and to avoid the mistakes and disproven beliefs of the past. The course material includes discussions of mistakes which other men and women have made on the job. It is hoped that jail officers can learn from these things and avoid making the same errors. Naturally, there can be no substitute for actual on-the-job experience. But it is hoped that by participating in this course, jail officers will be better prepared to perform in a professional, competent manner on the job than if they were required to learn only "by doing."

Alice H. Blumer
Madison, Wisconsin

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Upper Marlboro, Maryland

Note to the Reader

This course has been developed to permit you to participate in decision-making and problem solving while you proceed through the material. To participate in this type of course, all you have to do is read carefully, follow instructions and complete each section. You cannot use this course like a magazine, that is, opening at the middle and flipping through the pages. It is very important that you *begin at the beginning* and read all the material. You will see that, throughout the course, when you read some material, you will be asked to respond to written questions and then check your answer by comparing it to the printed answer appearing on the following page. In some sections, you will be asked to read a case study and then formulate solutions to problems presented in the study. Do not hesitate to write in the book whenever you are asked to, and if you are having any difficulty, simply re-read the pertinent material. It is strongly recommended that, whenever possible, you talk to at least one other person about the material in the case studies as they relate to local conditions and problems. (Naturally, a classroom discussion with other jail administrators would be ideal). If you do this, it is inevitable that the material will become more relevant to both of you and will be more useful to you in your work. We think you will enjoy learning in this manner, and hope that you will finish the course with a feeling of pride in your profession and confidence in your ability to function as a competent jail administrator.

BOOK TWO:

PERSONNEL AND FISCAL MANAGEMENT

INTRODUCTION

• BUDGET PREPARATION

For the jail administrator, the process of budget preparation may vary from minimal participation—as when budgeting responsibility rests with local fiscal specialists—to extensive program and fiscal analysis. Whatever the organizational arrangements followed in your jurisdiction, it is inevitable that you will bear some responsibility for contributing to the preparation of the jail budget.

This section is a discussion of three types of budget: line-item, performance, and program. An attempt has been made to explain the merits and limitations of each type of budget. It is hoped that after carefully studying this section, you will be better prepared to participate in budget planning for your jail and, in spite of the limitations of the budget system you must follow, to think of the budgeting process as a vehicle for evaluating past and present performance and planning to meet new objectives in the future.

LINE-ITEM BUDGET

This type of budget is the most traditionally used and perhaps the most limiting. It is characterized by:

- A basic concern for strict control of spending; deviations from specified categories are difficult and sometimes impossible to make. Authorization by a legislative body or a chief executive is necessary when funds must be transferred to meet unanticipated problems or to take advantage of money saved in one category which can be used for something else that is needed.
- An emphasis on fiscal data that is related to an agency's operation. In other words, expenditures are marked for very specific purposes which are itemized (i.e., telephone and telegraph charges, travel expenses, office supplies, etc.).
- Limitation of projected costs of future operations to only one year ahead, usually the year for which a budget request is being made.

The line-item budget, although able to control spending effectively, is extremely rigid and discourages thoughtful program review and planning. The approach to this type of budgeting is usually *incremental*. In other words, each new budget is developed by simply adding a stated percentage increase to the amount in each category that was budgeted the year before. Budget decisions are made on the basis of this question: How much did we budget for this last year, and how much should we add to that this year? Seldom, if ever, do line-item budgets reflect a concern for planning the future of the jail and a realization that some of the past programs and expenditures will simply not be relevant to these future plans. In fact, the line-item budget has a built-in resistance to change.

Below is a typical example of a line-item budget which might be developed by a county sheriff's department

OBJECT OF EXPENDITURE	ACTUAL BUDGET Last year	ESTIMATED EXPENDITURES This year	PROPOSED BUDGET Next year
PERSONAL SERVICES			
111 Salaries and Wages—FT	$111 500	$122 360	$143 957
112 Salaries and Wages—PT	8 000	8 760	9 520
119 Pensions and Retirement	11 467	11 512	13 591
TOTAL	$130 967	$142 632	$167 068
CONTRACTUAL SERVICES			
211 Postage	$ 445	$ 490	$ 560
212 Telephone and Telegraph	1 440	1 680	1 880
213 Travel Expense	980	940	1 250
214 Uniform Allowance	1 150	1 280	1 400
219 Printing	290	265	300
239 Insurance Charges	725	775	850
TOTAL	$ 5 030	$ 5 430	$ 6 240
COMMODITIES			
331 Office Supplies	$ 600	$ 670	$ 700
351 Expendable Tools and Equipment	240	210	280
374 Motor Fuel Oil and Grease	11 875	12 120	13 000
TOTAL	$ 12 715	$ 13 000	$ 13 980
CAPITAL OUTLAY			
411 Furniture and Fixtures	$ 1 250	$ 1 660	$ 3 500
420 Motor Vehicles	3 240	4 960	10 220
499 Miscellaneous Capital	830	680	1 780
TOTAL	$ 5 320	$ 7 300	$ 15 500
TOTAL BUDGET	$154 032	$168 362	$202 788

Notice that there is little flexibility allowed the sheriff in his spending. For instance, even if he had a surplus in the Furniture and Fixtures category, a number of approvals would be necessary to transfer this money to the Motor Vehicle category to enable him to purchase another needed patrol vehicle which had not been budgeted

Now that you have seen an example of a line-item budget, see if you can identify which of the following statements are true and which are false.

TRUE FALSE

1. Much complicated planning for the future is essential to the development of a line-item budget.
2. The budget increases proposed in the line-item budget are the result of careful evaluation of the purpose of each expenditure.
3. The budget increases proposed in the line-item budget are incremental; they encourage a tendency toward automatic increases over amounts spent last year.
4. If the jail administrator decides that he does not need a new motor vehicle and would rather spend the money on developing a new correctional program, it will be an easy matter for him to transfer the funds to a new category.

Turn page to check your answers . . .

Answer:

TRUE	*FALSE*		
	X	1	Much complicated planning for the future is essential to the development of a line-item budget
	X	2	The budget increases proposed in the line-item budget are the result of careful evaluation of the purpose of each expenditure
X		3	The budget increases proposed in the line-item budget are incremental, they encourage a tendency toward automatic increases over amounts spent last year
	X	4	If the jail administrator decides that he does not need a new motor vehicle and would rather spend the money on developing a new correctional program, it will be an easy matter for for him to transfer the funds to a new category

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Important:

Is your budget developed by the line-item system? If your answer is yes, read the following suggestions which you can use during preparation of your next budget to make the process more useful and relevant to you.

- Try to plan in terms of the future of the jail, avoid relying simply on expenditures and ways of operating used in the past
- Review each category of spending each year. If a category is no longer needed, eliminate it and substitute a new category which will enable you to begin fulfilling new objectives for the jail.
- Think in terms of priorities and, where necessary, reduce the expenditures for some items

PERFORMANCE BUDGET

This type of budget provides a relatively detailed view of the services which are performed by the jail as well as the costs of performing these services. It has these advantages:

- It focuses on the various types and the level of services provided by the agency.
- It increases comprehension of the purpose and function of the agency.
- Because this type of budget is structured around identifiable units of service and their specific costs, future program costs can be more accurately forecast.

If a performance budget is used, the jail administrator will be required to identify specific services such as feeding prisoners, booking prisoners, and providing medical services for prisoners. Naturally, this will require him to insist that thorough and detailed records of all costs involved in jail services be kept by jail officers during the year. Using these records, the administrator will be able to arrive at fairly accurate projections of total dollar requirements by isolating the unit costs and multiplying them by the estimated number of prisoners who will be using these services in the future. For instance, he might be able to estimate the costs of feeding prisoners in the next year by studying the jail records and determining:

- the cost of labor involved in food preparation for a year.
- cost of provisions for a year.
- cost of maintaining and repairing equipment for a year.
- cost of kitchen utilities for a year.

He can then compute the cost of feeding one prisoner for one day and, using his projected population figure, arrive at a fairly accurate estimate of the cost of feeding prisoners for the next year.

Below is a portion of a performance budget

PROGRAM SUMMARY

Program Goals	(1) To provide for admission, care and custody of an estimated 1,500 prisoners; (2) to enroll double the number of sentenced prisoners in the Work Release program

MAJOR UNITS OF SERVICE PERFORMED	ESTIMATED UNIT COST	UNITS OF SERVICE PROVIDED		
		Last year Actual	This year estimated	Next year Projected
1 Prisoners booked and admitted	4.00	1,000	1,500	1,750
2 Prisoners discharged	3.00	930	1,150	1,340
3 Feeding	.25	985,500	1,000,000	1,500,000
4 Laundry	.20	18,720	19,450	20,500
5 Work Release Program	2.00	75	150	300
6 Medical care	1.00	450	500	600
7 Prisoner transportation (miles traveled)	.20	25,000	30,000	40,000

Notice that the performance budget includes a statement of program goals and that the services designed to meet these goals are examined in detail. This type of budget is valuable to the administrator and staff as a means of focusing attention on specific activities and raising these important questions concerning their cost and the present means of providing them.

- Can methods of providing specific services be improved?
- Can costs of providing specific services be reduced?

Although the performance budget represents an improvement over the line-item budget method, it still does not force budget planners to look towards future goals and plan in advance for reaching these goals. It focuses, rather, on the present operating efficiency of the operation and fails to provide planning much beyond costs for the following year.

See if you can correctly indicate which of the following statements concerning performance budgets are true and which are false.

TRUE FALSE

1. Unlike the line-item budget, the performance budget allows the administrator to isolate the costs of specific services performed in his jail.

2. The performance budget is as rigid as the line-item budget because it does not require budget planners to re-evaluate existing services and improve them.

3. The performance budget provides an opportunity for evaluating performance of specific services and deciding whether costs of providing the service can be reduced.

Turn page to check your answers . . .

Answers:

TRUE	FALSE		
X		1	Unlike the line-item budget, the performance budget allows the administrator to isolate the costs of specific services performed in his jail.
	X	2	The performance budget is as rigid as the line-item budget because it does not require budget planners to re-evaluate existing services and improve them.
X		3	The performance budget provides an opportunity for evaluating performance of specific services and deciding whether costs of providing the service can be reduced.

Important:

Is your budget developed by the performance budgeting system? If your answer is yes, study the following suggestions which you can use if you wish to make preparation of this budget more useful and relevant to you.

- See that jail officers keep careful records of all costs involved in providing specific services.
- Rather than simply adding personnel and money to the budget each year to solve recurring operating problems, always analyze new or different methods of providing services to see where improvements and changes can be made.
- Determine each year what your future goals for the jail are and determine if the services which you are providing are designed to fulfill these objectives or if services should be changed or improved.

Several years ago, a government official stated:

> "Every item in a budget ought to be on trial for its life and matched against all the other claimants to our resources"

In essence, this is what the program budgeting system is all about. last year's activities, programs and goals are not simply taken for granted. They are carefully reviewed to see if they are still necessary and worthy of continuance. One of the major aims of this budget method is to convert the annual routine of budget preparation into a careful appraisal and formulation of future goals and policies. In other words, it encourages planning for the future.

Although many people tend to think of program budgeting as new and revolutionary, it is essentially a common-sense approach to budget matters. In fact, it effectively combines previous approaches, *control* of spending (line-item budget) and *management* of on-going activities (performance budget), with an organized and constructive *planning* effort.

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Program-oriented budgets have the following characteristics:

- They deal with "packages" of commonly related activities. For example, the sheriff's budget may deal with subprogram activities such as Operation of the Jail, Services to the Courts, Administration and Training, and Transportation Services. Some of these activities may cut across organizational lines; for example, "Administration and Training." It is quite possible that training activities are carried on which affect each division or bureau within a sheriff's department. When this is true, the total cost of all training activities can be summarized at the departmental level to give the sheriff a better idea of the relationship between "Administration and Training" and other departmental activities.

- They focus on the results of the performance of a public service rather than specifically on a description of its dollar costs. Activities are reviewed to determine if they fulfilled a stated goal, or if they fell short of this purpose and should be discontinued.

- Program planning efforts are designed to produce a projection of costs at least three years beyond the current fiscal period in order to give decision-makers a better perspective of long-range program costs and an opportunity to plan a more meaningful fiscal program.

- Attention is drawn to specific problems and relevant policy issues.

Here is an example of how part of a jail administrator's budget might look when he submits it to the sheriff or his representative for review and evaluation.

PRIORITY PROGRAM GOALS

I. To improve department capacity to respond to requests for assistance in quelling civil disturbances within Panatella County. This goal can be realized through:
   A. Realistic and intensive in-service training conducted in cooperation with municipal law enforcement agencies.
   B. Procurement of necessary equipment and supplies for use in controlling civil disturbances.
   C. Development of mutual assistance pacts with surrounding counties.

II. To improve operation of the county jail through:
   A. Review and evaluation of present staffing pattern to achieve more effective coverage during peak hours of operation.
   B. Modernizing procedures for the initiation and maintenance of individual inmate records.

MULTIYEAR FINANCIAL PLAN

SUBPROGRAM ACTIVITY	197— Estimated	197 Requested	197 Projected	197— Projected	4 Year Cost
A. Operation of County Jail	$ 50,507	$ 60,776	$ 72,210	$ 81,555	$265,048
B. Services to the Court	25,254	30,388	36,105	40,776	135,523
C. Criminal Complaints	58,925	70,906	84,245	95,148	309,224
D. Transportation Services	13,468	16,207	19,256	21,749	70,680
E. Administration and Training	20,203	24,311	28,884	32,622	106,020
TOTAL EXPENDITURES	$168,357	$202,588	$240,700	$271,850	$886,495
ESTIMATED PROGRAM REVENUES					
xxxxxxxxxxxxxxxxx	$ 26,263	$ 34,604	$ 36,105	$ 40,778	$134,750
NET PROGRAM EXPENDITURES					
County General Fund	$142,094	$167,984	$204,595	$231,072	$751,745

Notice that the jail administrator has been very specific in outlining the program goals which he plans to concentrate on in the future. He has then outlined the approach he will take to achieve these goals. Much thought has gone into development of this budget, for instance, rather than simply budgeting more personnel in an attempt to solve recurring manpower problems, he has considered a more sensible approach, initiating a study to determine if manpower can be allocated more effectively. Although the incremental approach (automatically adding more personnel) would have made the budgeting process easier, using the program budget approach makes far more sense. The administrator, realizing that his recurring manpower problem has not been solved in the past by addition of more personnel, seeks a way to *increase the efficiency of his present staff* and reflects this goal in the budget.

The program budget method is essentially a building block approach to budget development. The jail administrator builds his budget after defining his program goals for the future, and then submits this budget to the sheriff. If there are several other sub-departments in the sheriff's organization, the heads of each of these will be expected to submit their budget and planning summaries. At this point, the sheriff can incorporate these budgets into one final departmental program and fiscal plan which will eventually become part of the county's overall plan. After review and evaluation—and perhaps some reductions—all the subprogram budgets are incorporated into an overall departmental budget that might look something like this.

PRIORITY PROGRAM GOALS

I. Jail operations need to be improved during the peak hours of the day beginning with the daily release of inmates permitted to work outside the jail under the work-release program, continuing through the hours in which the county courts are in session, and ending either with the dinner hour on non-visiting days or at 8 p.m. on visiting days. We intend to accomplish this goal through three administrative means:
   A. Asking the county's Administrative Analysis Office to study the staffing pattern to determine if manpower can be allocated more effectively.
   B. Asking the same office to assist us in up-dating our procedures for initiating and maintaining prisoner records.
   C. Leaving prisoners appearing in court in custody of the court bailiff.
II. Initiate planning for the construction of new jail facilities in 1974 when the present county jail will be inadequate to handle the projected jail population.

MULTIYEAR FINANCIAL PLAN

SUBPROGRAM ACTIVITY	197__ Estimated	197__ Requested	197__ Projected	197__ Projected	4-Year Cost
A. Processing and Supervision	$15,152	$19,602	$20,974	$22,4[illegible]	$ 78,170
B. Inmate Care and Maintenance	25,254	29,794	31,880	34,112	121,040
C. Work Release Program	10,101	11,010	16,185	17,318	54,614
D. Administration and Training	3,232	6,478	6,931	7,416	24,057
TOTAL EXPENDITURES	$53,739	$66,884	$75,970	$81,288	$277,881
ESTIMATED PROGRAM REVENUES					
xxxxxxxxxxxxxxxxx	$ 8,329	$10,635	$12,307	$13,646	$ 44,917
NET PROGRAM EXPENDITURES					
County General Fund	$45,410	$56,249	$63,663	$67,642	$232,964

Are you required to participate in the development of a program budget each year? Even if you are not *required* to use this method, it can be extremely valuable to you as a method of planning for the future. No matter what form your budget takes, you should try to think in these terms when developing a budget:

- What are the goals I am trying to accomplish in my jail and why?
- How will I be able to achieve these goals?
- Are existing services and programs designed to achieve these goals or should they be replaced by more relevant concerns?
- How will I measure the effectiveness of jail activities and programs?

Frequent program review and analysis is essential as a means of evaluating your progress in achieving the program goals which you set when the budget was being developed. This evaluation of activities should be based on these questions:

- What objectives were planned?
- What objectives have been fulfilled?
- If planned objectives have not been fulfilled, why not?
- How will these findings affect planning for future operations?

The decisions made as a result of frequent program review and analysis can have a significant effect on the day-to-day operations of an organization. Development of new objectives and policies may often be necessary to the proper functioning of the jail both now and in the future. Here is an example of how the review and analysis function can work.

Suppose a jail administrator stated that a program goal was to provide custody and care for an average daily population of 120 people in the following year. In addition, he stated projections for two following years: 132 and 148. After six months of operating during the budget year, the sheriff finds that the population has been averaging 130 people a day, representing an eight percent deviation from his goal. He must then ask himself, why has this deviation occurred? He must examine several critical areas:

- Did the community experience unexpected civil disorders which distorted the daily average for several weeks?
- Has there been an increase in jail sentences handed down by the courts?
- Has the workload of the court or a new court policy caused a longer pre-trial waiting period?

Whatever the cause of the deviation, the jail administrator must identify it and determine the probable impact on future jail operations. If a civil disturbance was the cause for an unanticipated increase in daily population, his original projections of daily populations for coming years may still be valid. If other factors are at work which will cause the jail's workload to rise above that originally projected, the administrator must reflect this in his planning, programming, and budgeting for the next years. He must reconsider a number of factors:

- Will additional personnel be required?
- Will additional housing facilities be necessary?
- Will specialized services of community agencies be required?

Which of the following statements are true and which are false?

TRUE FALSE

1. The program budget approach is so revolutionary that few people will be able to use it.

2. The program budget approach provides a rational framework for planning goals for the jail both present and future.

3. The program budget approach is dependent on frequent program review and analysis to ensure that objectives will be met and essential changes will be made.

Turn page to check your answers.

Answers:

TRUE	*FALSE*		
	X	1	The program budget approach is so revolutionary that few people will be able to use it.
X		2	The program budget approach provides a rational framework for planning goals for the jail both present and future.
X		3	The program budget approach is dependent on frequent program review and analysis to ensure that objectives will be met and essential changes will be made.

• *Checklist*

When you are involved in planning any type of budget for your jail, you should make a concentrated effort to follow the steps outlined below. If you do so, your budget will undoubtedly reflect intelligent concern, not only for the efficient fiscal operation of your jail, but also for the future direction of the jail's programs and activities. Keep this checklist so that you can refer to it when you are next faced with the need to participate in development of a jail budget.

1. IDENTIFY THE GOALS YOU WISH TO ACHIEVE
2. IDENTIFY METHODS OF ACHIEVING THESE GOALS
3. IDENTIFY THE SERVICES WHICH ARE NOW BEING PERFORMED IN YOUR JAIL
4. EVALUATE THE EFFECTIVENESS OF EVERY SERVICE PERFORMED IN THE JAIL AND, IN PREPARING THE BUDGET, PROVIDE FOR MAKING CHANGES AND IMPROVEMENTS
5. DETERMINE IF SERVICES PROVIDED CONTRIBUTE TO THE ACHIEVEMENT OF THE OBJECTIVES WHICH YOU HAVE DEFINED
6. IDENTIFY THE COSTS OF PEOPLE, SUPPLIES AND EQUIPMENT NEEDED TO PERFORM ESSENTIAL SERVICES
7. IDENTIFY THE UNIT COSTS OF PROVIDING EACH SERVICE
8. DETERMINE IF COSTS OF PROVIDING ESSENTIAL SERVICES CAN BE REDUCED BY MORE EFFICIENT MANAGEMENT

REMINDER. It is essential that careful records are kept concerning all costs and expenditures. You, as jail administrator, should insist that detailed records are kept by officers so that the budgeting process can be as efficient, accurate and realistic as possible. In addition, it is important that you regard program review and analysis as a *continual* process. You must frequently review the jail operation and your objectives to determine if changes in programming, budgeting and future plans are in order.

• STAFFING AND MANPOWER ANALYSIS

Many jail administrators find it difficult to estimate their manpower needs in a precise manner and, for this reason, are often unable to justify manpower increases when the budget is being reviewed and analyzed. Since 80 to 90 percent of the jail operating budget is related to the costs of salaries and fringe benefits, staffing and manpower analysis is an extremely vital concern for the administrator. On the next pages, a rational and systematic technique for calculating manpower requirements is discussed in detail. This technique is called Staffing and Manpower Analysis.

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The first step of the Staffing and Manpower Analysis technique is

Deciding what posts must be filled and determining the personnel required for each shift

Such decisions can be based on a study of the jail's operating problems and program objectives, an analysis of the jail population and its supervisory needs, and a consideration of any alternative methods which might reduce manpower requirements. The staffing pattern illustrated below is the result of one jail administrator's analysis of his staffing needs

POSITION TITLE	Shift 0700-1500	Shift 1100-1900	Shift 1500-2300	Shift 2300-0700	Enter Totals
Captain (jail administrator)	1	0	0	0	1
Lieutenant (shift commander)	1	0	1	1	3
Sergeant (shift supervisor)	2	1	1	1	5
Deputy (jail officer)	10	6	8	6	30
ENTER SHIFT TOTALS ▶	14	7	10	8	39

Since the jail provides 24-hour service 365 days a year, and since no employee works 365 days a year, you must find a practical way of determining how many men must be assigned to each shift in order to man the number of positions listed in the staffing pattern. To do this, follow several steps:

FIRST, calculate the average number of off-duty days observed in your jail. For example:

- Normal days off (each employee will have 2 days off each week or a total of 104 days a year) 104
- Holidays (the number of authorized holidays must be determined by the administrator; in this case, we will estimate 8 days) 8
- Annual leave (employee records should provide an *average* number of leave days taken by employees; in this case, we will estimate 8) 8
- Sick leave (again, employee records should provide an *average* number; we will estimate 4) 4
- Short-term leave (military leave, jury duty, etc.; employee records should provide an *average*—we will estimate 8) 8

Total average Off-Duty days 132

- NEXT, calculate the average number of On-Duty days. To arrive at this figure simply subtract Off-Duty days (132) from the number of days in the year (365).

	365
	-132
Estimated On-Duty days	233

- NEXT, you must calculate how many personnel must be included in the budget to insure *full coverage* of each position. To arrive at this figure, follow this formula:

  $$\frac{\text{Base Figure}}{\text{Estimated On-Duty Days}} = \text{Full Coverage Factor}$$

  On the basis of the figures on the previous page, this formula would be worked like this:

  $$\frac{365}{233} = 1.57$$

  The figure arrived at—1.57—tells you that in order to achieve full coverage for any single position which must be staffed 365 days a year, you must actually include in your budget the cost of 1.57 personnel.

- NEXT, you must decide how many positions must be budgeted for each shift. Suppose you wish to find out how many jail officer positions must be budgeted on the 0700-1500 shift. According to the planned staffing pattern, 10 positions are needed. Using this figure, multiply the number of posts (10) by the full coverage factor (1.57):

  $$\begin{array}{r} 10 \\ \times\ 1.57 \\ \hline 15.70 \end{array}$$

  In this case, 15.70 positions must be budgeted for this shift. The same procedure can then be repeated for each of the remaining shifts.

Using the figures given in the staffing pattern chart, see if you can calculate how many positions should be budgeted for jail officers on the 2300-2700 shift.
(do your calculation here)

Turn page to check your answer . . .

Answer:

6
x 1 57
9 42 positions should be budgeted for this shift

How many positions should be budgeted for jail officers on the 1500–2300 shift?

(calculate your answer here)

Answer:

8
x 157
1256 positions should be budgeted for this shift

In order to provide full coverage for the 30 jail officer posts spread over the four shifts, the department must include how many officers in its budget?
(calculate your answer here):

Turn page to check your answer . . .

Answer:

47.10 jail officers should be included in the budget to fill these 30 positions.

Note:

In actual practice, the fractional figures should be rounded off to the nearest whole number. In this case, 47 positions would be budgeted.

Naturally, some posts may not have to be filled every day. This is normally true of the Captain's post. Usually this post can be filled on the basis of a normal 40-hour week. And in the captain's absence, command would be exercised by the shift lieutenant on duty. For this reason, only one position calling for an officer with the rank of captain would be incorporated in the budget.

Using the planned staffing pattern, see if you can calculate how many positions should be budgeted for all the posts assigned to lieutenants and all the posts assigned to sergeants.

(calculate your answers here — remember to round off fractions to the nearest whole number)

Turn page to check your answers . . .

Answer:

Lieutenant positions 3
x 1.57
4.71 or 5 positions

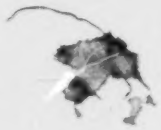
Sergeant positions 5
x 1.57
7.85 or 8 positions

The chart below illustrates the projected manpower requirements to attain the staffing pattern planned for this jail.

POSITION TITLE	Shift 0700-1500	Shift 1100-1900	Shift 1500-2300	Shift 2300-2700	ENTER TOTALS
Captain	1.00	0.00	0.00	0.00	▼ 1.00
Lieutenant	1.57	0.00	1.57	1.57	4.71
Sergeant	3.14	1.57	1.57	1.57	7.85
Deputy	15.70	9.42	12.56	9.42	47.10
ENTER SHIFT TOTALS	▶ 21.41	10.99	15.70	12.56	60.66

A traditional way of determining manpower requirements is to simply multiply the number of full coverage posts by 50 percent. In the case of the jail we have been discussing, if that method had been followed, only 57 positions would have been budgeted rather than the 60 positions which were budgeted by this technique. The Staffing and Manpower Analysis technique is widely considered to be a more precise means of measuring manpower requirements and a more effective means of demonstrating to those who must review and approve the budget exactly how staffing and manpower needs are determined. Naturally, the Staffing and Manpower Analysis cannot prevent the problems caused by unbalanced vacation schedules or by vacancies created by high employee turnover. Nor can this technique guarantee that scheduling has been done correctly.

In order to practice using this technique in planning manpower requirements for your jail, complete the problem outlined on the next few pages. Once you are sure you understand this technique, you can use your own jail's manpower pattern and pertinent figures to arrive at more precise manpower requirement estimates.



Staffing Pattern

POSITION TITLE	Shift 7 00–3 00	Shift 3 00–11 00	Shift 11 00–7 00	ENTER TOTALS
Captain	1	0	0	1
Lieutenant	3	1	0	4
Sergeant	5	2	1	8
Deputy	15	12	10	37
ENTER SHIFT TOTALS	24	15	11	50

Calculation of Estimated On-Duty Days

Planning base in days	365
Normal days off	104
Holidays	5
Annual leave	15
Sick leave	8
Other short-term leave	7

- Using these figures, calculate the total average Off-Duty days and the Estimated On-Duty days for this jail

Turn page to check your answers . . .

Answer:

Estimated average Off-Duty days	139
Estimated average On-Duty days	226

Now see if you can calculate the full coverage factor using this formula:

$$\frac{\text{Base Figure}}{\text{Estimated On Duty Days}} = \text{Full Coverage Factor}$$

(calculate your answer here)

Turn page to check your answer . . .

Answer:

365
226 1 61 (full coverage factor)

Now see if you can calculate the projected Manpower requirements to attain the staffing pattern which has been adopted for this jail.

(Assume that the captain's post will be filled only on a 40-hour a week basis)

POSITION TITLE	Shift 7 00-3 00	Shift 3 00-11 00	Shift 11 00-7 00	ENTER TOTALS
Captain				▼
Lieutenant				
Sergeant				
Deputy				
ENTER SHIFT TOTALS ▶				

Full Coverage Factor—1 61

Turn page to check your answer

Answer:

POSITION TITLE	Shift 7:00–3:00	Shift 3:00–11:00	Shift 11:00–7:00	ENTER TOTALS ▼
Captain	1.00	0.00	0.00	1.00
Lieutenant	4.83	1.61	0.00	6.44
Sergeant	8.05	3.22	1.61	12.88
Deputy	24.15	19.32	16.10	59.57
ENTER SHIFT TOTALS ▶	38.03	24.15	17.71	79.89

In order to provide full coverage in this jail for all officer posts for all shifts, how many officers must actually be budgeted? (round off your numbers)

Turn page to check your answer . . .

Answer:

80 officers must be budgeted to provide full coverage in this jail

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A number of situations in the jail are subject to rapid and dramatic change. Court decisions, unanticipated rises in crime rate or civil disturbances, and increased correctional responsibilities can all contribute to an unanticipated workload increase or a demand for new or improved services in the jail. When this happens, there are no systematic formulas for you to follow. Often you, as jail administrator, will have to reallocate existing resources, request additional resources, or seek help from outside the jail in implementing these additional requirements. Much of this course is devoted to demonstrating ways in which you can plan creative and workable solutions to many of the unanticipated problems and pressures which will confront you as jail administrator and for which there are not predetermined solutions.

• PERSONNEL MANAGEMENT

Low salary scales, low job status, and unattractive working conditions make it extremely difficult for jails to compete in the labor market with other employers. Added to these often unavoidable problems, it has also been found that, unfortunately, jail work is assigned as a "punishment" in many law enforcement departments to employees who have done a poor job in other department capacities. Such policies do much to lower the status of jail work, undermine the morale of jail staff, and lower the standards in the jail itself. Until these problems are effectively dealt with, the hiring, training, and retention of effective jail personnel will continue to be a serious problem which faces the jail administrator.

The jail administrator, in carrying out his responsibilities in personnel management, must seek solutions to a number of problems:

- How can jail work be made more appealing?
- How can salaries be increased?
- How can the performance level of persons now on the job be upgraded?
- How can new employees be trained to perform their jobs well?
- How can qualified persons be attracted to a career in jail work?

In attempting to overcome a number of difficult personnel problems, it is essential for the jail administrator to look at the goals of his jail and decide what his present and future personnel needs are. Naturally, the administrator who plans no changes for his jail and who intends to continue running his facility as a purely custodial facility, will have little difficulty defining his personnel needs; he will merely view personnel matters in terms of using traditional methods to fill traditional jobs. However, the administrator who is concerned with change and improvement in the jail will have to begin thinking in terms of:

- meeting the increased demand for capable people in increasingly difficult and specialized jobs

and,

- upgrading the level of the present personnel through training to meet higher standards and new skill requirements.

RECRUITMENT AND SELECTION OF PERSONNEL

Not all jail administrators are involved in recruitment. Many local governmental organizations require that jail employees be civil service employees, subject to the regulations, protections and rulings of the civil service agencies. Where this is true, jail administrators must work closely with civil service personnel experts in identifying present and future personnel needs and outlining personnel requirements. The civil service office will then take care of all recruitment, selection, and hiring of jail personnel. However, in some areas, where the election of a new sheriff or jail administrator can, unfortunately, result in a complete turnover of jail personnel, the administrator becomes deeply involved in the recruitment and selection process. Since he should not consider himself bound by a political system which implies that he must repay favors by hiring certain employees, the jail administrator should study the following brief discussion of recruitment methods with a view towards beginning his own effort to hire effective and qualified staff members.

Unsolicited applicants: "walk-in" applicants frequently appear in the jail. And, even if the county personnel office supplies all job information, the jail administrator should make sure that someone on the jail staff is assigned to the task of meeting briefly with these persons, answering their questions, and supplying them with necessary applications. Naturally, the kind of reception these persons receive when they arrive at the jail could be a strong factor in their later decision to accept a job in the jail. This also applies to the occasional letters of application which every jail receives from persons interested in working in the jail.

Public Employment Agencies: state employment agencies are often the source of personnel for a jail. The administrator should be extremely careful to describe personnel needs and requirements to personnel experts in these agencies so that the job descriptions they write are coordinated with actual jail personnel needs.

High Schools and Vocational Schools: when looking for applicants to fill jobs requiring little work experience, a jail administrator should contact high school counselors, describe the jobs available, supply information and answer questions concerning available jobs in the jail and corresponding career possibilities. The administrator should take care to see that he has adequately prepared the counselor to discuss jail occupational opportunities with any inquiring students. The administrator should also make an effort to participate in any planned lecture-discussion sessions with students interested in finding career possibilities.

Present Employees: friends and relatives of an organization's own employees present a source of potential staff members. The jail administrator can make use of bulletin board notices, posters, newsletters, and pay envelope inserts to inform employees that their suggestions and recruitment efforts will be appreciated.

EVALUATING AND SELECTING APPLICANTS

Written tests and oral examinations can do much to narrow down the field of applicants to those who are best qualified to function as jail officers. However, when several applicants are tested and all found to be well-qualified for one job, the personal interview becomes particularly important to the selection process. Since there are no scientifically proven methods for conducting an interview and for making an infallible choice of whom to hire, the administrator must develop skill in asking questions and evaluating responses which will indicate to him how much interest the applicant has in working with prisoners, what his attitudes are towards the stresses and pressures of jail work, and to what extent he will be willing to follow orders, and to act in emergencies. Often, through the interview process, administrators have found that persons who have otherwise shown good qualifications for jail work, nevertheless show contempt for recent changes in the criminal justice system which provides for fair, unbiased treatment of prisoners.

Naturally, it is often impossible to determine how a person will perform as a jail officer until he has been put to work in the jail. This is a compelling argument for use of the probationary period.

PROBATIONARY PERIOD

Placing a new employee on a temporary probationary period allows an opportunity for evaluating his ability to learn a new job, his performance and enthusiasm in training sessions, his personal characteristics and attitudes as they affect his work with prisoners, and his potential for professional development as a trained jail officer. In this period, it is also likely that the employee will discover whether or not the job is what he had anticipated, or if it is distasteful or frightening to him.

During the probationary period, it is essential that the employee be informed if his performance is somehow below standards and he must be advised of ways in which he can improve. Naturally, he must be given a chance to improve his performance before the period has lapsed. At the end of the probationary period, the employee should be given a final evaluation by the jail administrator and advised of the reasons why he has been permanently appointed or, on the the other hand, why he is being released.

DEVELOPMENT OF JOB SATISFACTION

People commonly believe that higher pay promotes job satisfaction and is a deciding factor in staff retention. This is only partly true; it is apparent that when low pay is cited by employees as a source of dissatisfaction, increasing their pay will temporarily reduce that dissatisfaction. However, other factors are more important in maintaining job satisfaction. Among them are: opportunity for advancement, challenge, variety, visible results in exchange for effort, and recognition of good performance by supervisors and fellow workers. Personnel studies have found the following:

> When employees are given more authority for their own work, are assigned more interesting work, are given more responsibility, and are given more recognition for their contributions, their job performance and job satisfaction improve.

If you can answer YES to these questions you undoubtedly have done much to encourage job satisfaction among your staff.

YES *NO*

- Do you allow employees a certain amount of freedom and responsibility in fulfilling their duties once you know they can be relied upon?
- Do you encourage employees to make suggestions to you concerning ways in which they think jail procedures and practices can be improved upon?
- Do you make sure that qualified persons are upgraded in rank or are allowed increased responsibility and authority?
- Do you see that good job performance is recognized? Do you personally commend staff members and do you encourage supervisory personnel to do the same?

STAFF TRAINING

The objective of staff training is to *improve the job performance of staff members*. Naturally, the overall objective of improving staff performance on the job is to build an effective and improved organization. Since staff training has such important objectives, it is poor administrative policy to rely on orientation sessions or haphazard on-the-job training attempts to produce competent employees.

> Recently, a jail inspector was amazed to see a new jail employee rushing about the communication center of the sheriff's department trying to answer all the calls and, at the same time, teletyping reports and trying to direct all 15 of the sheriff's squad cars by radio. When asked why he had been left alone to perform such a vital job, the new deputy said, "Well, one of the experienced guys spent a couple of hours with me when I first started to work here and showed me how to operate all of this equipment. I guess I'm just dumb because I seem to have forgotten most of what I learned".

It isn't the new deputy's fault that he has forgotten what he had been taught to do in a haphazard and long-forgotten lesson. It is the fault of the jail administrator who has not arranged for an organized, systematic and thorough training program in his jail. Every jail should have a training program designed to train new employees to perform necessary skills on the job and to cope with difficult, as well as routine, situations which arise daily when working with prisoners. In addition, a training program should be developed to upgrade the skills of experienced employees. It is well known that personnel in any job often forget little-used procedures and develop careless working habits. In a jail situation such forgetfulness or carelessness can lead to serious trouble. Only an on-going training program coupled with consistently good supervision can eliminate or minimize problems such as these.

When considering an on-going training program *in addition to* a basic training program for new employees, the jail administrator must ask himself:

> How do I know when training is necessary, and how do I know what kind of training will be needed?

There are a number of methods for determining on-going training needs. Some of these are:

Evaluation of employee performance: the jail administrator should regularly review each employee's performance either with his supervisor or with other experienced personnel who work with him. Often this type of performance review reveals a need for retraining in certain procedures or in the more complex areas of supervising and dealing with prisoners.

Review of critical incidents: whenever an escape or other emergency occurs in the jail, the causes, as well as staff performance, should be carefully analyzed and retraining should be undertaken in the areas in which personnel were found to be careless or improperly trained. In addition, frequent reviews of disciplinary reports might uncover a breakdown in staff-prisoner relationships or a compelling need to re-evaluate staff supervisory techniques.

Introduction of new procedures: naturally, any new procedure which is introduced to the jail routine should be explained to staff members, and, if the procedure is complicated or lengthy, they should receive thorough training in its use.

Surveying employees: Often employees are well aware of their training deficiencies; they frequently are able to suggest where their training is incomplete and will request specific training sessions. A good jail administrator will never overlook or ignore such requests and suggestions.

Note:

Training is not the only means of upgrading employee performance. For instance, it may become apparent that, in spite of good training, an employee is not able to handle a particular task adequately. The solution to this problem might be effected by changes in job assignments, not in further training for the man. Similarly, if some employees seem incapable of managing their jobs well and seem to lack enthusiasm and interest, the problem may be in the screening and hiring practices of the jail, not in the training sessions.

When training needs have been identified, development of a training program can follow. There are a number of training techniques which can be effective. However, it is important that these techniques are based on a number of criteria which have been proven to be essential to a good learning experience. When deciding the techniques to be used in jail training, the administrator should ask himself these questions:

- Does the training technique provide for active participation of the trainee? (When actual on-the-job practice is not possible, is the trainee being asked to participate by answering questions and thinking of solutions to problems?)
- Does the technique allow for feedback? In other words, does the trainee know *while he is participating* how well or poorly he is performing? Or must he wait until he makes a serious mistake on the job to find out that he has not learned a procedure correctly?
- Does the training apply directly to actual situations and experiences which trainees have encountered or will encounter in the future? Or is it difficult for trainees to see the connection between the training material and the realities of their jobs? In order for training to be effective, participants *must* believe that it will help them improve job performance.
- Does the training technique provide reinforcement of appropriate behavior? In other words, does the trainee receive encouragement when he achieves the desired progress? If a trainee receives little or no encouragement while participating, his chances of losing interest in the training session are much greater.
- Has any motivation been provided to encourage the employee to improve his job performance by participating in the training session? Excellent motivating factors might be: incentive pay, a promise of increased responsibility for improved job performance, and promise of participation in new and interesting correctional programs.
- Does the training have the flexibility to allow for the individual differences in trainees? For instance, is it possible for participants to proceed at their own rate or must they be either slowed by slow learners or rushed by those who read and learn more rapidly?

Note:

Although many jail-related training programs are carried on within the jail or law enforcement department, jail administrators should not overlook the value of training off the job. In recent years, colleges and universities have increasingly been offering workshops and short courses for law enforcement and correctional personnel. Also, some state correctional systems have academies which offer some excellent training programs that would be useful for jail officers. The jail administrator should make a point of watching for announcements of such programs and encouraging his staff to participate in them. Certainly, he should do whatever possible to see that personnel are given financial assistance and time off to enroll in these programs.

For your information, the following list briefly describes some of the training techniques which are often used by departments to train personnel. You may wish to review this list and then refer to it later when you are considering development or improvement of a jail training program.

Coaching. This is essentially on-the-job training. It involves assigning each trainee to a senior employee who is responsible for training him. Although some positive aspects of this method are feedback, reinforcement and flexibility, the ability to train effectively is not consistent in all senior employees, and the quality of training given is likely to be uneven and, in some cases, deficient.

Job Rotation. This system is, in a sense, an on-the-job training technique. Trainees are exposed to a variety of work situations so that they can develop a wide range of competence. The merits of this method are those of the coaching technique, however the same deficiencies are also present. In addition, not all situations can be covered by this system of job rotation, and as a result, many employees end up learning things the hard way, by bitter experience.

Vestibule Technique. In this system, a simulated working environment is developed outside the jail, and training is accomplished by means of role-playing and other means. Although this method is often highly effective because situations can be made to happen rather than waiting for them to occur, a negative factor which discourages widespread use by jails is the high cost of producing such a facility.

Lectures. This method is successful as a means of presenting factual material. However, it is extremely limited as a means of involving the student in the training session and providing feedback and reinforcement to him. Primarily a one-sided verbal training technique, it must be supplemented by other, more flexible techniques when used in the training process.

Films, Slides and Visual Aids. These methods are an excellent supplement to lectures and assigned readings because they provide a visual means of upgrading job performance of specific procedures. Naturally, since these supplements do not necessarily provide a means by which the student can become involved in the procedures himself, an ideal method is to add an element of practice to the training session after the students have seen the visual material and seen what is expected of them.

Conferences. Discussion groups can be effectively used to stimulate ideas and encourage student involvement. When students exchange ideas and experiences, the learning process is continued even beyond the boundaries of the training program.

Programmed Instruction. A study of the Jail Officer's course offered by the Bureau of Prisons should provide an example of this technique. Student involvement, immediate feedback, reinforcement and a flexibility which allows students to proceed at their own pace through the course, are all characteristics of this training technique. In addition, since the course is specially prepared to meet the needs of jail officers, the material is timely and relevant to the many needs and responsibilities of jail personnel.

Case Studies. This technique involves presenting trainees with a problem situation. They are then expected to use information and techniques which they have learned from the training session to develop a solution to the situation presented in the case study. The solution provided in the training session is then compared to the solutions arrived at by trainees, and immediate feedback is provided which indicates whether or not they have dealt successfully and thoughtfully with the case study.

What kind of training program, if any, do you currently use in your jail? To assist you in evaluating your present training methods, the following checklist has been developed. Answer all the questions that appear below. When you have completely answered all the questions, you will undoubtedly have a clearer idea of where your training program could be expanded or improved.

YES *NO*

In your jail, are new employees required to participate in and complete a specific training program which deals with jail procedures, jail regulations, and techniques of dealing with prisoners in emergency—as well as routine—situations? (A brief orientation session *cannot* be considered a specific training program.)

In your jail, do you have an on-going training program for employees which is designed to advance their ability to perform certain procedures, to train them in performance of new procedures and skills, and to upgrade their performance of supervisory skills needed in their relationship with prisoners?

If your answer was YES, do you use any of the following methods for determining the need for on-going training sessions?

YES *NO*

- Frequent evaluation of employee performance
- Evaluation of employee performance during critical incidents
- Introduction of new procedures
- Survey of employees to determine their training deficiencies and suggestions for programs

List below all the training techniques which are used in your jail.

1 _____

2 _____

3 _____

4 _____

5 _____

6 _____

When you have listed all the training techniques used in your jail, ask yourself the following questions.

Which of the techniques listed provide for active participation on the part of the trainee either by actual practice of specific skills, or by answering questions and arriving at solutions to problems?

(If any of the techniques you listed have this characteristic, write the numbers here _____)

Which of the techniques listed allow for feedback to the student?
(write the numbers here _____)

Which of the techniques listed apply to actual jail situations and experiences?
(write the numbers here _____)

Which of the techniques listed actually provide reinforcement of appropriate behavior on the part of the student?
(write the numbers here _____)

Do you provide any motivation to encourage employees to improve job performance by participating in training sessions? If your answer is YES, briefly describe the motivation which you use.

Do any of the training methods which you describe have the flexibility to allow for such differences in participants as slow reading rate, fast reading rate, slower comprehension rate, etc.?
(write the numbers here _____)

Do you offer financial assistance and time off to jail employees who wish to enroll in relevant training programs which are sponsored by colleges and universities or state correctional systems?
YES *NO* If not, why not?

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